

# Cabo Verde - Land Management for Investment

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# Overview

## Identification

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**COUNTRY**

Cabo Verde

**EVALUATION TITLE**

Land Management for Investment

**TRANSLATED TITLE**

Avaliacao do projeto administracao para investimento em terras

**EVALUATION TYPE**

Independent Performance Evaluation

**ID NUMBER**

DDI-MCC-CV2-LAND-LMI-2019-v01

## Version

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**VERSION DESCRIPTION**

Anonymized dataset for public distribution

## Overview

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**ABSTRACT**

Mathematica will conduct a mixed-methods performance evaluation that includes three complementary components. In combination, these components will address the key research questions for the evaluation. The components consist of the following:

A trend analysis, which will examine changes in key outcomes over time using secondary data. These data will largely consist of annual island-level information (covering all four targeted islands and, for some outcomes, additional non-targeted islands) drawn from surveys conducted by other entities, LMITs, or administrative data.

A qualitative study, which will provide rich information to interpret the findings from the trend analysis and enable us to answer a broader set of research questions. The qualitative study will rely on data collected through two rounds of in-depth interviews with key stakeholders at the national and island levels, and one round of focus group discussions with beneficiary households and businesses on targeted islands. Whereas the in-depth interviews will cover all four targeted islands (and, for some stakeholders, additional non-targeted islands), we plan to conduct the focus group discussions primarily on Sal and Boa Vista, the two targeted islands on which implementation will reach the most households and on which we expect to be able to identify all the key household typologies of interest. However, we will also consider conducting some focus groups on additional targeted islands, depending on the final status of implementation and data collection costs.

3. A multisite case study of large tourism-related commercial investments-specifically, hotel and condominium developments-on the four targeted islands. This study will focus on investments in tourism development zones (known as Zonas de Desenvolvimento Turístico Integral, or ZDTIs) on these islands. It will examine planned and actual investments in the years leading up to the project and for several years after the end of the project to understand how the project affected these investments.

**EVALUATION METHODOLOGY**

Other (Performance Evaluation)

**UNITS OF ANALYSIS**

Households and administrative units (i.e. ZDTI)

**KIND OF DATA**

Administrative records data [adm]

**TOPICS**

Topic	Vocabulary	URI
Land	MCC Sector	

**KEYWORDS**

Land tenure security, land, land systems

## Coverage

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**GEOGRAPHIC COVERAGE**

We will conduct primary data collection on the four target islands of Boa Vista, Maio, Sal and Sao Vicente. We will collect administrative data from relevant organizations on Santiago. We will also collect data from select municipalities on three non-target islands as it relates to transaction time.

**UNIVERSE**

The study population includes: households that participated in the rights and boundaries activity; married and registered de facto unions, recognizable but unregistered de facto unions, populations who gained a deed through the project, small and medium-sized businesses, and large commercial businesses.

## Producers and Sponsors

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**PRIMARY INVESTIGATOR(S)**

Name	Affiliation
Mathematica	

**FUNDING**

Name	Abbreviation	Role
Millennium Challenge Corporation (MCC)		

## Metadata Production

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**METADATA PRODUCED BY**

Name	Abbreviation	Affiliation	Role
Millennium Challenge Corporation	MCC		Reviewer of metadata

**DATE OF METADATA PRODUCTION**

2017-06-22

**DDI DOCUMENT VERSION**

Evaluation Design Report, Final

**DDI DOCUMENT ID**

DDI-MCC-CV2-LAND-LMI-2019-v01

## MCC Compact and Program

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**COMPACT OR THRESHOLD**

Cabo Verde II

**PROGRAM**

The current land rights system in Cabo Verde faces significant challenges due to the absence of a unified and conclusive source of information about land rights. The existing record systems-which include the judicial registry (registro predial), municipal registries (registro matricial), and systems for state-owned land-are incomplete and often contain outdated or

inconsistent information. These systems also typically do not include accurate maps to confirm the size, location, and boundaries of land parcels. The resulting confusion over ownership and boundaries has contributed to conflicts and legal disputes over land claims (AfDB 2012). Despite recent improvements, a time-consuming and costly land registration process is a continuing source of complaints from households and businesses alike (World Bank 2014; AfDB 2012). These challenges could be an important constraint to increased investment in Cabo Verde—especially in the tourism industry—an area of competitive advantage and a potential engine of economic growth in the country (AfDB 2012). To address some of these issues, the Millennium Challenge Corporation (MCC) is funding a \$17.3 million Land Management for Investment (LMI) project as part of its second compact with Cabo Verde (2012-2017). The project, which is being implemented by the Government of Cabo Verde (GoCV) through the Millennium Challenge Account-Cabo Verde (MCA-CV), seeks to create a single comprehensive, reliable, and easily accessible system of land rights and boundaries information. This new system is expected to reduce the time required to establish legally secure property rights and thereby facilitate increased domestic and foreign investment and promote economic growth. The LMI project consists of two broad activities. Activity 1 will establish the legal and institutional foundations for the new land management system. It will include the implementation of new or revised laws, regulations, and procedures for land management, as well as the creation of a new integrated electronic land management information and transaction system (LMITS). This new system is eventually intended for use by all entities involved in land administration and transactions in Cabo Verde. Activity 2 will support fieldwork to clarify parcel rights and boundaries on four targeted islands with high tourism investment potential—Sal, Boa Vista, São Vicente, and Maio. It will use data gathered during the fieldwork to populate LMITS with rights and boundaries information, and to formally register land rights in the *registro predial*, which confers the legal rights to a property.

## **MCC SECTOR**

Land (Land)

### **PROGRAM LOGIC**

MCC has developed a high-level project logic model that illustrates how the two activities of the LMI project are linked to outcomes, including both short-term and interim or longer-term outcomes (Figure II.1). Activity 1 is expected to result in increased trust in and understanding of land rights in the short run by consolidating land rights information from multiple systems into a single integrated system. Once the new “one-stop shop” LMITS system (LMITS 2) is operational, it is also expected to reduce the time associated with conducting land transactions. In the longer term, as individuals and investors gain increased confidence in the available land information and an easier means of formally transacting with it, Activity 1 is expected to result in growth in the formal land market and land transactions. Activity 2 is expected to benefit a variety of actors in the land sector by increasing the efficiency of land management and the productive use of land. The Cabo Verdean state and local municipalities could benefit from more complete and accurate information about the land under their purview, which in turn could lead to more effective allocation of public land to individuals and investors. At the municipal level, this could also lead to improved urban planning and service provision, as well as more effective property taxation. Commercial investors interested in large tourism-related investments on undeveloped land are expected to benefit from a reduction in the time required for them to obtain parcels for these investments, thus increasing the level of investment as well as land utilization and land values in areas suitable for tourism investment (primarily inside the ZDTIs). Finally, the project is expected to increase the tenure security of individuals, for whom it was low before the project, thereby increasing their land-related investment, land utilization, and land values. Registration in the *registro predial*, which is the goal of the project, guarantees the legal right to a property, and is therefore the highest form of tenure security. However, property owners that have a public deed are likely to have high tenure security even if they have not taken the final steps to register in the *registro predial* (it is common for property owners to delay registration until they need to transact the property, given the cost and effort of doing so). The project's effects on tenure security are therefore likely to be largest for property owners who did not have public deeds, which includes some people in urban areas and small farmers in rural areas. Some of these properties might be registered in the *registro matricial*, which is primarily used to collect municipal property taxes. (Before the project, registration in the *registro matricial* was compulsory but registration in the *registro predial* was not; now both will be compulsory in areas where LMI fieldwork took place.) Although proof of municipal tax payment has been viewed as informal or de-facto proof of possession and thus may have conveyed a relatively high degree of perceived tenure security, it does not legally guarantee land rights in the absence of a public deed or final registration in the *registro predial*.

### **PROGRAM PARTICIPANTS**

The LMI project focuses on 4 target islands: Boa Vista, Maio, Sal, and São Vicente. Beneficiaries include property owners in the targeted areas of each island. For Sal and Maio, rights and boundaries were completed for all neighborhoods. In São Vicente, the project targeted primarily rural farmers and ZDTI areas. In Boa Vista, beneficiaries included ZDTI areas and private land owners. In addition to these beneficiaries, the project targeted males and females in married and registered de facto (RUDF) relationships; males and females in recognizable but unregistered de facto (UUDF) relationships and individuals who received a public deed through the project. These beneficiaries were identified based on their relationship status. One objective of the project was to assist couples in these categories to register their union and ensure land rights to women in de facto unions.

# Sampling

## Study Population

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The study population includes: households that participated in the rights and boundaries activity; married and registered de facto unions, recognizable but unregistered de facto unions, populations who gained a deed through the project, small and medium-sized businesses, and large commercial businesses.

## Sampling Procedure

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Not applicable to this study.

## Deviations from Sample Design

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Not applicable to this study

## Response Rate

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Not applicable to this study

## Weighting

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Not applicable to this study

# Questionnaires

## Overview

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The proposed sources for this evaluation include key informant interviews and focus groups. KIIs will include the following stakeholders (a total of 32 structured or semi-structured interviews in the first round and 26 in the second round):

- Municipalities. We will conduct interviews with key staff from municipalities on all four targeted islands. These interviews will enable us to understand how the project affected the allocation of municipal land, municipal planning, and collection of property taxes, as well as municipalities' use of LMITS.
- The Conservatoria. We will conduct interviews with key staff from the Conservatoria on all four targeted islands, as well as three non-targeted islands (those with the largest populations? Santiago, Santo Antão, and Fogo). The interviews on targeted islands will be informative regarding the implementation of the project, how it has affected the process of registering land in the registo predial, and how LMITS is working in practice. The interviews on non-targeted islands will enable us to focus specifically on the effects of Activity 1 on land registration. On both targeted and non-targeted islands, these interviews will also be useful in triangulating and understanding the estimated trends in transaction time (described in Section B of this chapter).
- Notaries. We will interview one notary on each of the four targeted island to explore the process, time, and cost of obtaining a public deed, and how this has changed over time, including the use of LMITS. These interviews will enable us to better understand this important step in the property transaction process.
- The Património and Ministry of Rural Development. We will interview staff at the Património and Ministry of Rural Development to understand how the project affected the allocation and management of state-owned land managed by these agencies, as well as their use of LMITS.
- NOSi. We will conduct interviews with NOSi staff responsible for the development, implementation, and ongoing management of LMITS. These interviews will focus on the challenges and successes of implementation, and the extent to which the system continues to receive the financial, technical, and management support required to meet the needs of all stakeholders of the "one-stop shop" approach to property transactions. They will also explore the extent to which NOSi views LMITS as operationally and financially sustainable, and the main risks to sustainability.
- Implementing contractors. We will interview key staff from each of the implementing contractors (DAI on Sal, the Geoglobal/Servulo consortium on Boa Vista, Municipia on São Vicente, and INGT on Maio) to understand how the activities have been rolled out to each island (including differences across islands) and the opportunities and challenges each entity faced during the implementation process. We will interview all of them in the first round, toward the end of the implementation period on each island; we will also interview INGT again in the second round to explore post-compact implementation in additional areas and islands. Because implementation on Sal has already been completed and some of the relevant staff have left Cabo Verde, we will interview DAI staff by Skype or phone. To better understand gender-related issues, we will also interview the gender specialist on each implementing contractor team (although the team leads will also be knowledgeable on gender issues).
- MCA-CV and MCC. We will interview several MCA-CV staff-including those responsible for overseeing implementation, monitoring and evaluation, and gender issues-regarding the implementation of the project, their perceptions of successes and challenges, and their expectations of the effects of the project on key outcomes. We will conduct these interviews only once, close to the end of the compact in the third quarter of 2017. We will also conduct similar interviews with key staff at the MCC resident country mission in Cabo Verde and the MCC U.S.-based land team, with a similar timing.
- Real estate agents. We will conduct interviews with up to six real estate agents on Sal and Boa Vista, in the second round only. We propose focusing on Sal and Boa Vista because these are the islands where implementation is expected to substantially reach urban residential areas-the areas in which the land market is likely to be most active. These interviews will enable us to understand the importance of formal registration for property values; changes in property values, the land market, and the formality of land transactions over time; and the role of the LMI project and other factors in driving these changes.

We will conduct focus group discussions with the following groups of households and businesses in the second round of data collection (a total of 22 focus groups):

- Males and females in married and registered de facto (RUDF) relationships. We plan to conduct a total of four focus groups for individuals in married or RUDF relationships on Sal and Boa Vista, with 10-12 participants per focus group (Tang and Davis 1995). The final size of the focus groups will be determined by the length of the focus group discussion protocol, time allocated for conducting the group, and the diversity of characteristics we want represented in each. We will organize the focus groups by gender (one female-only and one male-only groups per island) so that participants are comfortable in discussing potentially sensitive gender-related issues. The participants in each focus group will include a mix of active (registered on the title) and non-active (not registered on the title) partners, enabling us to fully explore issues around legitimate and documented property rights, and their relationship to land-related outcomes and household gender dynamics. We will purposefully select the participants for each focus group using LMITS data or an on-the-ground convenience sampling approach to ensure a diverse set of participants within each group. Each participant will represent a separate household so that we can diversify the sample as much as possible. These focus groups will help us understand the results

of the project for spouses in formally recognized relationships.

- Males and females in recognizable but unregistered de facto (UUDF) relationships. We plan to conduct a total of four focus groups for individuals in UUDF relationships on Sal and Boa Vista, including 10-12 participants per focus group (Tang and Davis 1995), with the final size determined using considerations similar to those for the married and RUDF focus groups. Like the married and RUDF focus groups, we will organize these focus groups by gender (one female-only and one male-only group per island) and purposefully select the participants using LMITS data or a convenience sampling approach. We propose to hold separate focus groups with individuals in UUDF relationships because they are likely to face additional challenges in registering their legitimate land rights than those in married or RUDF relationships because their relationship is not formally recognized.

- Local business owners. We plan to conduct four focus groups with small and medium local business owners in urban areas of Sal and Boa Vista who recently have made or are interested in making land-related investments for their businesses (two focus groups per island). We expect to identify these businesses through local chambers of commerce or similar organizations. Each focus group will again include 10-12 participants, with diversity in business size, location, and sector (for example, tourism, construction and renovation, and services). These focus groups will enable us to explore the barriers to land-related investments for urban businesses, and how business investments have been affected by the project.

- Individuals who received a public deed through the project. As described earlier, individuals without a public deed before the project are likely to have experienced the largest effects on tenure security. We plan to conduct four focus groups with these individuals (one per targeted island), with 10-12 participants per focus group. These groups will help us understand the extent to which the project has affected tenure security for these individuals and the implications for property investment and other land-related outcomes.

- Small farmers in rural areas. In Cabo Verde, small rural farmers may occupy vacant state-owned land informally. Although in some cases the state subsequently has granted land to farmers under various initiatives, the available documentation is generally insufficient to formally register their land rights and ensure their tenure security. The lack of such security means that these farmers might not make large investments in the land beyond what they need to grow seasonal crops. The literature supports the idea that providing small farmers with formal registration titles can lead to increased investments in the land (as discussed in Chapter III). We therefore plan to conduct two focus groups with small farmers on Boa Vista with 6-8 participants per focus group. (If these farmers are widely dispersed, it may be challenging to put together larger focus groups of 10-12 participants, so we believe groups of 6-8 may be more realistic.) We plan to focus on Boa Vista because there are few farmers on Sal, the other island covered by our focus group discussions; however, if data collection costs permit, we will consider conducting two additional focus groups in São Vicente, where there are farmers in areas reached by the project. These farmer groups will enable us to explore the effects of LMI on small farmers, particularly the relationship between secure property rights and investments in land. To identify participants, we will consult with the Património, Ministry of Rural Development, or other local governing bodies to see if we can obtain a list of local small farmers. However, if these lists are not available, we plan to recruit a convenience sample of farmers in selected rural areas with farming activity.

## Data Collection

### Data Collection Dates

Start	End	Cycle
2017-10-02	2017-11-02	N/A
2019-01-07	2019-05-30	N/A
2020-07-06	2020-11-30	N/A

### Data Collection Notes

To be added at a later date

### Questionnaires

The proposed sources for this evaluation include key informant interviews and focus groups. KIIs will include the following stakeholders (a total of 32 structured or semi-structured interviews in the first round and 26 in the second round):

- **Municipalities.** We will conduct interviews with key staff from municipalities on all four targeted islands. These interviews will enable us to understand how the project affected the allocation of municipal land, municipal planning, and collection of property taxes, as well as municipalities' use of LMITS.
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- **Notaries.** We will interview one notary on each of the four targeted island to explore the process, time, and cost of obtaining a public deed, and how this has changed over time, including the use of LMITS. These interviews will enable us to better understand this important step in the property transaction process.
- **The Património and Ministry of Rural Development.** We will interview staff at the Património and Ministry of Rural Development to understand how the project affected the allocation and management of state-owned land managed by these agencies, as well as their use of LMITS.
- **NOSi.** We will conduct interviews with NOSi staff responsible for the development, implementation, and ongoing management of LMITS. These interviews will focus on the challenges and successes of implementation, and the extent to which the system continues to receive the financial, technical, and management support required to meet the needs of all stakeholders of the "one-stop shop" approach to property transactions. They will also explore the extent to which NOSi views LMITS as operationally and financially sustainable, and the main risks to sustainability.
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- **MCA-CV and MCC.** We will interview several MCA-CV staff-including those responsible for overseeing implementation, monitoring and evaluation, and gender issues-regarding the implementation of the project, their perceptions of successes and challenges, and their expectations of the effects of the project on key outcomes. We will conduct these interviews only once, close to the end of the compact in the third quarter of 2017. We will also conduct similar interviews with key staff at the MCC resident country mission in Cabo Verde and the MCC U.S.-based land team, with a similar timing.
- **Real estate agents.** We will conduct interviews with up to six real estate agents on Sal and Boa Vista, in the second round only. We propose focusing on Sal and Boa Vista because these are the islands where implementation is expected to substantially reach urban residential areas-the areas in which the land market is likely to be most active. These interviews will enable us to understand the importance of formal registration for property values; changes in property values, the land market, and the formality of land transactions over time; and the role of the LMI project and other factors in driving these changes.

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- Males and females in recognizable but unregistered de facto (UUDF) relationships. We plan to conduct a total of four focus groups for individuals in UUDF relationships on Sal and Boa Vista, including 10-12 participants per focus group (Tang and Davis 1995), with the final size determined using considerations similar to those for the married and RUDF focus groups. Like the married and RUDF focus groups, we will organize these focus groups by gender (one female-only and one male-only group per island) and purposefully select the participants using LMITS data or a convenience sampling approach. We propose to hold separate focus groups with individuals in UUDF relationships because they are likely to face additional challenges in registering their legitimate land rights than those in married or RUDF relationships because their relationship is not formally recognized.
- Local business owners. We plan to conduct four focus groups with small and medium local business owners in urban areas of Sal and Boa Vista who recently have made or are interested in making land-related investments for their businesses (two focus groups per island). We expect to identify these businesses through local chambers of commerce or similar organizations. Each focus group will again include 10-12 participants, with diversity in business size, location, and sector (for example, tourism, construction and renovation, and services). These focus groups will enable us to explore the barriers to land-related investments for urban businesses, and how business investments have been affected by the project.
- Individuals who received a public deed through the project. As described earlier, individuals without a public deed before the project are likely to have experienced the largest effects on tenure security. We plan to conduct four focus groups with these individuals (one per targeted island), with 10-12 participants per focus group. These groups will help us understand the extent to which the project has affected tenure security for these individuals and the implications for property investment and other land-related outcomes.
- Small farmers in rural areas. In Cabo Verde, small rural farmers may occupy vacant state-owned land informally. Although in some cases the state subsequently has granted land to farmers under various initiatives, the available documentation is generally insufficient to formally register their land rights and ensure their tenure security. The lack of such security means that these farmers might not make large investments in the land beyond what they need to grow seasonal crops. The literature supports the idea that providing small farmers with formal registration titles can lead to increased investments in the land (as discussed in Chapter III). We therefore plan to conduct two focus groups with small farmers on Boa Vista with 6-8 participants per focus group. (If these farmers are widely dispersed, it may be challenging to put together larger focus groups of 10-12 participants, so we believe groups of 6-8 may be more realistic.) We plan to focus on Boa Vista because there are few farmers on Sal, the other island covered by our focus group discussions; however, if data collection costs permit, we will consider conducting two additional focus groups in São Vicente, where there are farmers in areas reached by the project. These farmer groups will enable us to explore the effects of LMI on small farmers, particularly the relationship between secure property rights and investments in land. To identify participants, we will consult with the Património, Ministry of Rural Development, or other local governing bodies to see if we can obtain a list of local small farmers. However, if these lists are not available, we plan to recruit a convenience sample of farmers in selected rural areas with farming activity.

## Data Collectors

Name	Abbreviation	Affiliation
Afrosondagem		

## Supervision

Data collection in October 2017 was conducted by Audrey Moore, project director and co-principle investigator for the Mathematica team. The interviews were conducted in Portuguese and transcribed for analysis.

2019 Data Collection: To be added at a later date

## **Data Processing**

### **Data Editing**

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For the qualitative data, Mathematica staff spot checked transcriptions by listening to random parts of the audio interviews and reading along in the transcriptions.

Administrative data checks to be added after data collection.

### **Other Processing**

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Mathematica will create a data entry database that Afrosondagem will use to collect the administrative data.

For the qualitative data, Afrosondagem will transcribe the data in Portuguese and submit the transcribed data to Mathematica through a secure server.

## **Data Appraisal**

### Estimates of Sampling Error

Not applicable to this study